1723

ROUND THE WORLD WITH A POSTAGE STAMP

383

A BOOKLET FOR TEACHERS AND CHILDREN ABOUT THE

UNIVERSAL POSTAL UNION

INSTITUTE OF EDUCATION FOR ASIA
1723
Dept. of Extension SERVICE
CALCUTTA-17 INDIA

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Published in 1953 by the United Nations
Educational, Scientific and Cultural Organization
19 avenue Kléber, Paris-16e
2nd impression April 1954
Printed by Imprimerie Mame à Tours

Printed in France.
ED. 54. II. 12 a A

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INTRODUCTION

One of the functions of Unesco is to provide suggestions for educators on teaching about the United Nations and its Specialized Agencies, and it is for that purpose that the present booklet has been compiled by the Secretariat of Unesco in co-operation with the Universal Postal Union.

While it is becoming increasingly clear to everyone that there must be international co-operation and understanding in every field, the impact of such ideas on the minds of the young is likely to be small unless factual illustrations are provided. The Specialized Agencies of the United Nations are examples of the application of the principles of co-operation in concrete and specific sectors; and one of the oldest of them, the Universal Postal Union, is a first-class illustration of the practicability of enlisting the co-operation of all the peoples of the world to maintain an international public service.

Each of the chapters of the booklet can furnish the subject matter for a lesson, the primary purpose of it being to provide teachers with the necessary material for the preparation of a lesson or series of lessons on the Universal Postal Union.

The object aimed at in publishing this booklet has been to give an idea of the way in which the subject can be handled for pupils between 12 and 14 years old; it has been sought to make style and presentation as clear and concrete as possible, and to make the booklet attractive reading for children of these ages. It is hardly necessary to say that the publication seeks to do no more than suggest one of many possible expository methods. Each teacher can and will adapt it to local conditions and his particular pupils, according to his own personal system. By referring to local history and local institutions, it will be easy for teachers to bring the description to life for those pupils, to show the children how their own country shares in a joint enterprise made possible by a general pooling of effort.

Unesco is not in a position to publish the booklet in other languages than French and English. The Secretariat earnestly hopes that the governments of Member States and National Commissions will be able to have translations or adaptations made of it in their own languages.

I. THE POST[1]

WHAT does the post mean to you? a very learned man was asked one day. He replied: "It is a hole into which I put letters I have written." For most people, no doubt, the post is just that, because they haven't had the time or curiosity to look further. It seems quite natural to us, but it is in fact something very remarkable. Shall we look at it a little more closely?

You all, or nearly all, write a letter from time to time. You have a friend or relation in a distant country. You cannot see him, yet you are not entirely cut off from him, because you can write to him and give him your news. What do you do? You write his name and address on the envelope, *you stick on this envelope a little piece of coloured paper* (a stamp), you slip the letter inside the envelope and then, like the learned man we were talking of, *you put it in a mail box (post box) and forget all about it.* You think it quite natural that in a very short time your letter should be delivered to the person you have written to, who may live thousands of miles away. How does it all work? The postman, you will say, clears the mail box. So far so good, but he will not deliver your letter to its destination himself; that is not possible, nor is it even necessary. What the postman actually does is to deliver your letter to a sorting office. From there it will be taken by van, rail, ship or aeroplane, and sometimes by a combination of all these, across numerous countries to the country of destination, where a postman will finally deliver it. It is hard to reckon just how many people, in several countries, have had a hand in getting your letter delivered. You paid the postage in your country; how then, can people abroad concern themselves with the letter? The reason is that, *for mails, there are no frontiers,* and the whole world is *one and the same postal territory;* that is why there are no frontier formalities to be gone through when a letter enters or leaves a country. All the countries of the world are members of a union, founded as long ago as 1874 and known as the Universal Postal Union; and the first article (para. 1) of its Convention says:

[1] "The Post" in British usage, "The Mail" in American usage.

The countries between which the present Convention is concluded form, under the title of the Universal Postal Union, a single postal territory for the reciprocal exchange of correspondence.

Throughout the world, all the postal authorities take the same care of a letter, whatever country it comes from, and send it on to its destination. This simplifies matters enormously, and the Universal Postal Union daily renders services to countless people by enabling them to use, not merely the postal services of their own country, but those of all the other countries in the world. Later on, we shall look more closely at the working of the Union ; but for the moment, in order to understand the need for it better, let us think back to the time when it did not exist. Even at that time, of course, people wrote letters. Men have always exchanged news in every age, and we must not confuse the establishment of the *Universal Postal Union* with that of *postal services*. Postal services did not suddenly grow up tn 1874; they evolved by degrees, and we will look briefly at their history.

In olden times, the only way of carrying on correspondence was either to send a messenger—if the distance was not too great—or to entrust a message to a traveller, a merchant or a sailor going to the part of the world where the person one wished to communicate with lived.

There were certain people however who wanted to be informed quickly and often, of what was going on in distant parts ; these were the rulers of the great empires. Thus, the King of the Persians had organized a system of relays, the various staging posts of which were one day's march apart. At each post, a horseman was ready to take over the message brought by the mail rider of the previous post and carry it full speed to the next one. In Egypt, carrier pigeons were used. Later, the Romans set up very well organized relay services, comprising an express horse service for mail and a slower mule service for carrying goods and the taxes drawn, in money or in kind, from the provinces. In China, at the same period, the emperors also had well organized mail services ; and a feather attached to a letter indicated that it was urgent.

However, all these postal services were reserved for the government, and private people were forbidden to use them.

The position was much the same in medieval Europe, where the kings created more or less well organized postal services for their personal use and for the convenience of their governments.

All the same, there were certain bodies which, even then, maintained messenger services for private purposes. There were for instance the great religious orders, which had monasteries throughout the whole of Europe. The monasteries of each order were in constant contact

with each other and were willing to deliver messages for private people. The same was true of the universities, which had couriers, whose main duty was to convey letters and parcels for students. Lastly, advantage was taken of the business journeys of merchants. In some countries the butchers were the traders whose services were mainly used, as their usually prosperous state inspired confidence and they were obliged to travel about fairly regularly and frequently.

These various methods of corresponding developed parallel to the royal or imperial postal services, because they met a need. People were travelling increasingly, or leaving their native lands to settle in distant countries. Europe was beginning to establish contacts with the rest of the world and international trade was growing. At the same time, as a result of the invention of printing, education was spreading and an increasing number of people were able and wished to correspond with each other for business, pleasure or the exchange of ideas.

The private systems quickly became inadequate, and were taken over by governments. The official couriers then undertook the conveyance of private correspondence for a suitable fee; this was allowed provided the government service did not suffer. With the ever growing volume of correspondence, the private mail service, originally less important, finally became the main feature. The fees paid by private people were a source of considerable revenue for States; and these accordingly introduced postal monopolies, forbidding anyone not a member of the official postal service to carry letters.

So each country had its own postal service, which it administered as it thought fit. To enable a letter to be conveyed from one country to another, a treaty was needed to regulate the postal relations between the two countries concerned; thus a separate agreement had to be made with each country with which correspondence was exchanged. The sender's country levied a fee on letters for carriage by its own postal service from the place of despatch to the frontier; and a further charge was made by each country through which the letter passed, and by the country of destination. This meant that every time a letter was sent, a complicated sum had to be worked out to find the total postage payable by correspondents. The cost differed according to the route by which a letter was sent; and weight rates varied from country to country. All these complications seriously slowed up exchanges of correspondence, and prevented their proper expansion. This state of affairs had to be remedied and some agreement had to be reached internationally, in order to unify and simplify the postal services. The heads of these services in the various countries understood this perfectly well; and in 1863, at the instance of the United

States Post Office Department under postmaster-general Blair, a conference of the postal administrations of 15 states, representing 400 million people, met in Paris. The conference specified the defects from which international postal exchanges were suffering, and recommended a number of measures for simplifying the system. This was only a first step; the Paris conference was simply preparing the ground. What was needed was a regular revolution; this was accomplished by the Berne Congress, which met in *1874* as the result of an initiative taken by Heinrich von Stephan, Director-General of the German postal service. This first universal postal congress, so far as postal services were concerned, swept away the frontiers which hindered the free circulation of mail. All countries joining the General Postal Union henceforth formed a single postal territory, open to the unrestricted exchange of correspondence. Postal rates and regulations were unified, and the body which was to become the Universal Postal Union came into being.

II. THE POSTAGE STAMP

To " frank " a letter—that is, to enable it to travel on freely until it reaches its destination—all that is necessary today is to stick a *postage stamp* on the envelope. Stamps—the little rectangles (in a few countries, triangles) of coloured paper we buy in post offices—are a great invention. They were only introduced as recently as 1840. Before that, postage was payable by the receiver, not the sender ; it was expensive and the cost varied according to distance, even within a single country. Some people could not pay the heavy charges demanded, and had to refuse to accept letters sent them, without knowing whether they brought important news or not.

The inventor of the postage stamp was an Englishman, Sir Rowland Hill. One day, when he was at an inn, the postman brought a letter for a young servant girl. She gave it back unopened, saying she could not pay the postage ; but Sir Rowland had noticed that before doing so she examined the envelope with the greatest care. This surprised him, and he questioned her about it. She explained that she had found a way of corresponding with her fiancé (who lived in a town far away) free of charge ; they had worked out a series of symbols which they drew on the envelopes, and they only had to examine these in order to get news of each other. The system of the postage being paid by the receiver thus resulted in widespread fraud, the main reasons for which were the high charges and the fact that the poorer people could not pay them. Sir Rowland therefore concluded that the rates should be lowered and the postage paid by the sender, who would be sold a " sticker " to affix to the envelope in proof that postage had been paid. He also demonstrated that carrying charges were not always proportionate to distance, and that they only represented a small percentage of the postal service's total cost. He therefore suggested that there should be a uniform rate for all " inland " letters, regardless of distance, and that this should be fixed at the very low figure of one penny. His plan was warmly welcomed by the public ; it was adopted, and he himself was given the task of putting it into

operation. The first postage stamps—the famous " Victoria pennies " —were introduced in England in *1840*.

The other countries soon followed England's example, and adopted postage stamps and uniform " inland " postage rates. As a result, the volume of mail increased very considerably.

As we have seen, the creation of the Universal Postal Union made all the participating countries into a single postal territory. This involved the establishment of uniform rates for all parts of that territory—a very difficult task, for the interests of the whole had to be served without damaging those of the individual countries. However, the members of the Berne Congress sincerely desired to cooperate and reach an understanding, and they succeeded in agreeing on rates for correspondence between all countries. This arrangement applied, of course, only to international mail; within each individual country, the authorities remained free to enforce whatever internal rates they thought fit.

Up to the foundation of the Universal Postal Union in 1874, national postal administrations shared the yield from postage fees in proportion to the services rendered by each administration. Thus, of the total postage collected on any hundred letters posted in country A, a proportion was passed on to each of the countries to which any of those letters were delivered. At the Berne Conference, it was pointed out that as a general rule each letter received a reply, so that the letters sent from country A to country B were roughly equal, in number, to those sent in the reverse direction. It was therefore much simpler *for each country to retain the whole of the postage it levied*, since the outward mail balanced the inward. This was a tremendous simplification, as it did away with lengthy and complicated settlements of accounts.

Postal charges were thus unified, so that a letter could be sent to any foreign country for the same price. However, it was not necessary to issue the same stamps for the whole world, and each country retained the right to print its own. A *union* had been formed to enable the various countries to agree, to simplify their relations, and to serve the general interest—not to make them all alike. Thus, the stamps remained different in each country, and it was well that this should be so.

Many people—children and grown-ups alike—are stamp collectors, and even those who are not will have been struck at one time or another by the particularly artistic or original design of a stamp on a letter from a distant country. In certain countries the manufacture of postage stamps has become an important industry. The designs

are often the work of leading artists; they portray landscapes, commemorate great events in national or world history, or illustrate scientific discoveries or industrial and commercial features of the country issuing them. Others, again, reproduce famous works of art or evoke the memory of great writers, scientists, artists and statesmen. In this way they make the various aspects of a country's life known throughout the world, and thus help the different peoples to understand one another better. The International Bureau of the Universal Postal Union, at Berne, is sent specimens of all stamps issued by the postal authorities of every country in the world. Artistic quality varies with the process used in manufacture (typography, copper-plate engraving, photogravure), and the only obligation originally laid on member countries of the Union was to use the following colours for the stamps representing the Union's standard rates or their equivalent in local currency : blue for normal letter rate ; red for normal postcard rate ; green for normal rate for printed matter.

In 1952 this obligation was abolished, because of frequent changes in the value of certain countries' currencies often making it necessary to print fresh series of stamps. However, many countries continue to use the traditional colours.

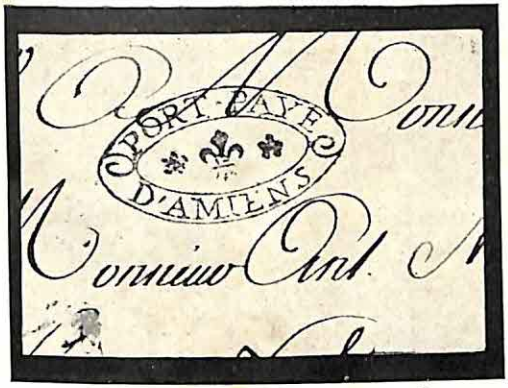
Some letters bear no stamp but have a printed franking instead, showing the total postage paid. This system saves a great deal of time for government offices and business firms with a large outgoing mail, and it was therefore approved for all countries, subject to certain conditions, by the Union's Madrid Congress in 1920.

Sometimes the sender of a letter wants to be able to pay the postage on the reply in advance ; he may be writing to someone in financial difficulties whom he wishes to spare expense ; or he may be asking a service of his correspondent and not wish to make him pay the postage on his reply in addition ; or he may be a merchant who wants to please his customers. How is he to go about it? He cannot enclose stamps of the country he is in, as they could not be used for franking a letter in the country of destination ; and he cannot obtain the stamps of that country. This contingency was foreseen, and the member countries of the Postal Union introduced the *international reply coupon*. These coupons are issued by the Union's International Bureau in units of letter-rate value, and can be bought in post offices throughout the world. All that is necessary is to enclose one in a letter, and the receiver can exchange it at any post office for stamps of his own country, to the corresponding value.

Another method of paying postage on a reply in advance is the reply-paid postcard. This is a card in two parts, one of which is

used by the sender and the other, which is detachable, by the receiver for his reply. Member states of the Union are not bound to put such cards on sale, but they are obliged to accept, for despatch, the reply sections of cards reaching them from other member states.

The postcard itself is a fairly recent invention. It was first introduced in Austria in 1869, and was a huge and immediate success as a new method of correspondence for brief and urgent messages, simpler and cheaper than a letter—though the ladies of Vienna thought it indiscreet and organized a petition against its use. Postcards were quickly adopted by other countries ; and the rate for them was fixed internationally, at the same time as the letter rate, when the Postal Union was set up (1874). Originally only postcards issued by postal authorities were accepted ; but from 1885 onwards the use was permitted of privately manufactured postcards, such as the picture cards that are now so popular and have increased people's knowledge of foreign countries.



Before the introduction of stamps, postal symbols were printed on letters.

The first postage stamp in the world was the penny Queen Victoria stamp.

Postage stamps differ widely in subject, ornamentation and shape.

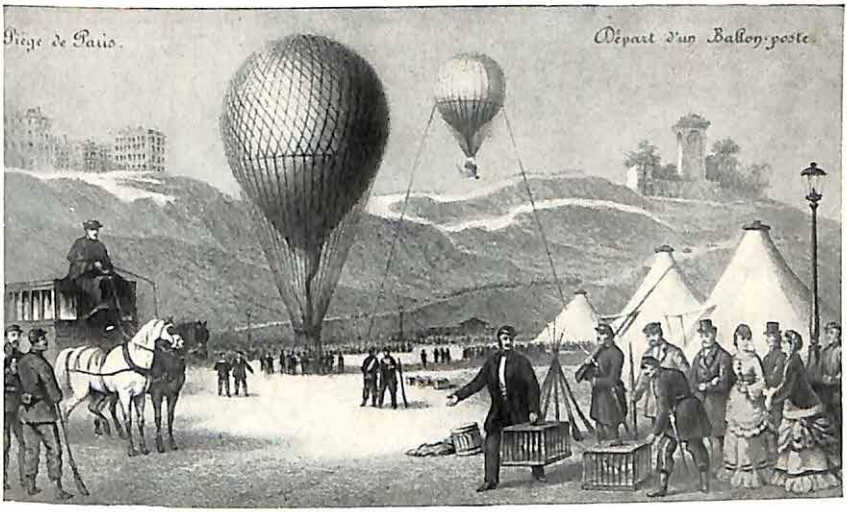
(Photos : *La France Graphique.*)

Using light chariots, like the one shown here, or a series of post horses, ancient Roman couriers could take despatches from Britain to Rome in 26 days.

This is how an Italian postman in Tuscany looked at the start of the 19th century.

An Indian "Dak", or runner, carrying a wand tipped with bells and a message pouch.

(Photos : Musée postal de France.)

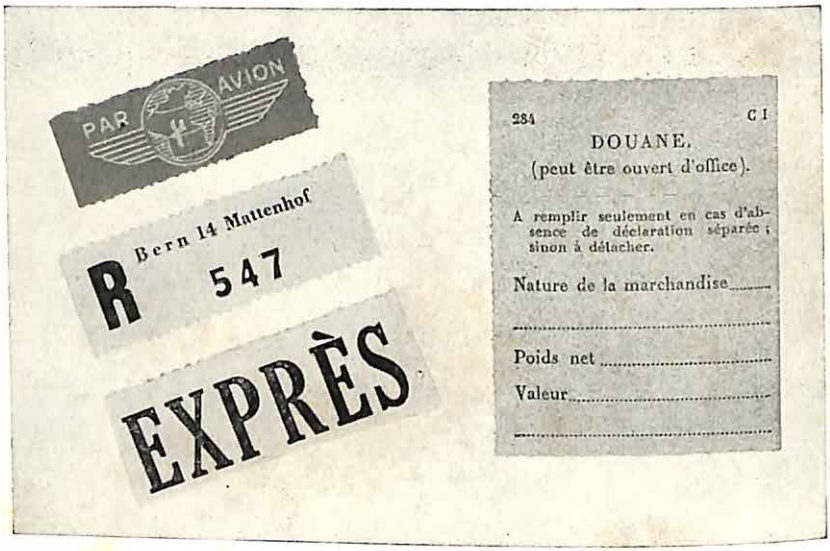


During the Franco-Prussian War of 1870, besieged Paris remained in contact with the rest of France by balloon post and carrier pigeons.

(Photo Musée postal de France.)

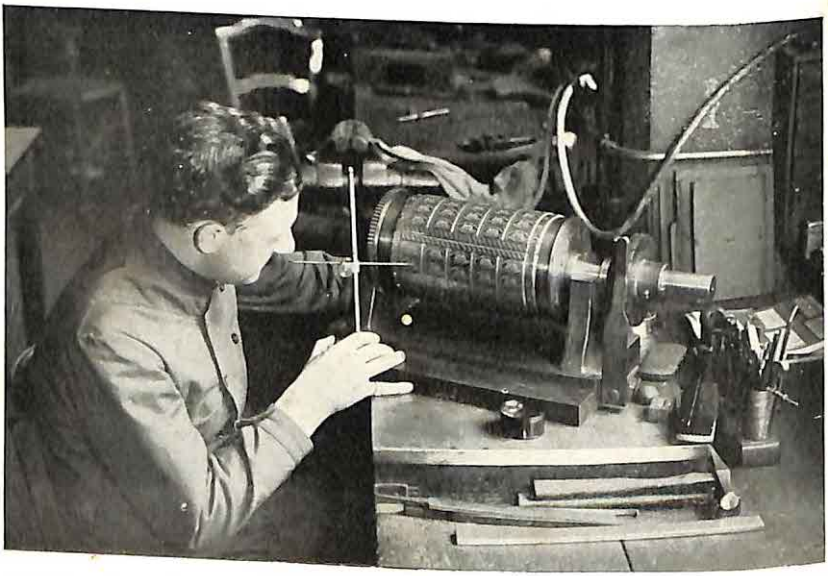
The helicopter, latest means of transport employed by postal services, is able to bring mail direct from airports to the roofs of the sorting offices.

(Photo : U.S.I.S.)



These are some of the "stickers" most widely used by postal services to expedite delivery of mail.

Postage stamps are printed in large sheets on cylindrical machines.



(Photo : *La France Graphique.*)

III. THE LETTER'S JOURNEY

LET us go back to the letter we are going to " put in a hole ", and follow it on its journey. First of all, if we want to be sure of its getting to the right place and getting there quickly, we shall have followed the recommendations of the Universal Postal Union ; they are what every post office in the world wants, and there are sound practical reasons for them. So the address will be full and accurate and written on the right-hand side of the envelope, with the stamp in the top right-hand corner, to leave room for postmarks or any service instructions the post office may need to add. As the sorters who will send the letter on its way have thousands of letters to deal with, they need to be able to check them rapidly, and the letters must therefore have the same general layout.

International regulations on the dimensions and weight of letters have also proved necessary ; letters must be neither so small that they get lost, nor so big that they cannot conveniently go into the mail bags. According to weight, postage is payable at rates which in all countries remain within limits fixed by the Convention.

Letters do not remain for long in the mail box, which is cleared by a postman at fixed times. In towns, the postman makes his rounds on foot or by bicycle ; in large and thinly populated country areas, he may be provided with a horse, a motor cycle or a car, as speed is one of the main objects of the post office in all countries. On completing his round, the postman deposits the contents of all mail boxes in his area at the post office, where all letters, whether from mail boxes or posted at the post office itself, are " cancelled "—i.e., the place, date and time of despatch are printed on the postage stamp with an inked rubber stamp. Thereafter the letters are *sorted*. In large towns, all outgoing mail is dealt with in a huge central sorting office, and sometimes most of the operations are carried out by machinery, with a moving belt conveying correspondence from letter box to sorting office and the postmarking being done by a machine which can handle 23,000 letters an hour. Letters are classified according to destination—local, regional, inland or foreign mail. The letter

we are concerned with belongs to the last class, so the briefest outline will suffice for the inland mail ; after being sorted into several categories and sub-categories, it is stored in the appropriate mail bags or despatches, which are then sent direct to their destinations by the mail trains. Some countries have apparatus enabling mail bags to be picked up and deposited in the various stations without the train stopping. Mail trains often include coaches specially equipped as sorting offices ; these are known as *travelling post offices*, and in them sorters deal with all mail received after the closing of the bags at the post office, and with that picked up *en route*. They usually work at night, as the day's collections are sent by night trains for delivery the following day. Mail for foreign countries is sent to special offices called exchange offices, situated at the various points of exit from the country, where the despatches [1] for the various foreign countries are made up. The Universal Postal Convention contains precise rules for the making up and sending out of these despatches, which are sealed and labelled so as to show which are the despatching and the receiving offices. Each despatch is accompanied by a way bill giving full details of it (date and hour of sending, contents of bag, etc.).

The letter we are following, in its sealed mail bag, now leaves the country and travels through foreign territory, i.e., it is in *transit*. " Freedom of transit, " says the Universal Postal Convention, " is guaranteed throughout the entire territory of the Union. " Incidentally, this provision is in line with the Universal Declaration of Human Rights, which specifies that everyone has the right to receive and impart information and ideas through any media and regardless of frontiers. Thus no country can, in peacetime, block the transit through its territory of mail from any other country of the Union ; indeed, it is under an obligation to transport that mail. If a country does not observe the rule of freedom of transit, Administrations of the other countries " have the right to suspend the postal service with that country ". Freedom of transit implies the inviolability of mail : despatches in transit through a country cannot be opened and examined. Occasionally, the volume of mail from a particular country to another at a considerable distance is not enough to warrant the making up of a " despatch " ; the mail is then included with letters addressed to the transit country and is sent " in open bag " (*à découvert*). The transit country sorts out the letters for its own territory, with a view to their distribution, and makes up a new despatch consisting of the remaining mail and letters from its own territory to the same destina-

[1] The term *despatch* is used, in the present chapter, as meaning the postal bag, parcel or envelope containing the mail.

tion. In this case, too, the principle of inviolability applies, and the letters forwarded are never opened by the transit countries.

Letters are very often transported not only by train but by ship, in which case the bags are stowed in a special hold. A ship is regarded as part of the territory of the country to which it belongs, and a letter posted on board may be franked with stamps of that country.

Today, it is increasingly common for letters to distant destinations to be sent *by air*. As this was naturally not thought of at the time the Postal Union was founded, new steps have had to be taken to regulate it. In the early days of air post, considerable surcharges had to be paid to send mail by air ; these were later reduced, so as to encourage the use of the airmail service, and today some countries automatically send letters and postcards by air without surcharge—most European countries, for instance, do so in the case of correspondence for other countries in Europe.

Each country is free to determine the airmail surcharges payable on outward mail from its territory, though the Union lays it down that such surcharges must not exceed what is needed to cover transport costs. Airmail correspondence on which a surcharge is payable must bear a special label or an overprint in blue inscribed with the French words " Par Avion ", the official language of the Union, though a translation in the language of the country of origin may be added. Airmail despatches must consist of bags that are entirely blue or bear broad blue stripes. When a letter is sent by air, transit countries are required to forward it by air, so far as this is possible ; if there is no air line available, they must see that the letter is sent on by the swiftest possible means.

If we follow the course of a letter's journey on the map, we are bound to notice that the geographical position of certain countries makes them primarily what might be called " transit countries ", through which a very large proportion of all mail to the rest of their continent passes. Assuming that a letter sent from abroad to a particular country will be answered, this latter country will collect postage on the reply ; but a transit country forwarding the first letter would have to forward the reply in the other direction again as transit mail, without charging postage either way. Countries whose ships carry mail in transit by sea are in a similar position. This would be unreasonable, and so provision has been made to pay for the transport of mail in transit ; this does not infringe the principle of freedom of transit, which is not the same thing as transit free of charge. The payment of the transit charge falls on the country of origin, which collected postage on the mail concerned ; and the regulations of the

Union lay down scales of transit rates—one for land and the other for sea transits—on the basis of distance and the gross weight of the mail.

It would of course be too complicated and take too long to weigh all the mail bags in transit, so the method is to assess the sums due for transit on the basis of statistics (prepared every three years) of mail over a period of 14 days, or 28 days if there are fewer than six mails per week. During this period all mail bags exchanged in transit must carry a special label bearing the word STATISTIQUE (in capitals) and an indication of their weight. In this way, an average assessment of mail transported for the different countries is arrived at, and the sum which each should pay to the transit country is determined.

We may take it, then, that the letter we are following has reached the country of destination by one route or another—land, sea or air. The next step is the opening of the " despatch " by one of the exchange offices at a point of entry into the country of destination ; here the letters will be sorted and sent on to their various localities ; and a postman will then distribute them to the addressees. Possibly the sight of the postman's familiar uniform never suggests to the person who gets a letter that the postman is simply the last link in a chain stretching across the world to bring his letter to him, just as if strangers had passed it from hand to hand across the Postal Union's vast territory.

IV. POSTAL SERVICES

IN exploring the subject of the Postal Union, we have spoken of "correspondence". What does it include? For the Union, it means, first and foremost, the letters and postcards of everyday life which we have already discussed at length—but also business circulars and printed papers, matter in "relief" for the blind, samples, small packets and so-called "talking letters" (gramophone records on which the sender has recorded his message).[1]

These last named types of "correspondence" are usually heavier and bulkier than letters and postcards; the latter, however, are usually more urgent and more important. It is therefore not surprising that the rates fixed by the Postal Union for the conveyance of what it calls "other items" (or, in abbreviated form A.O., "autres objets") should be lower than those for letters and postcards,[2] since A.O. matter is not sent by such fast routes. For instance, we have seen that some countries route all letters and postcards for a particular zone by air; yet those countries still send the "other items" by rail and ship.

What can be sent in the form of small packets and samples? Are there any restrictions as to contents? For safety reasons, certain types of item have been prohibited, e.g. things which may soil or damage correspondence or be dangerous to post office employees on account of their nature or packing, such as drugs, explosive and inflammable matter and—what would not have occurred to one at first—live animals, with the exception of bees, leeches, silkworms, and parasites or enemies of insect pests when exchanged between officially recognized institutions for campaigns against insects; the parcles containing them must of course be carefully packed, and their contents clearly indicated on the wrapping.

While certain items are prohibited, however, others are invariably

[1] These last two categories come under the exchange arrangements only in the case of those countries which have agreed to accept them for that purpose, but all countries are obliged to accept them for *transit*. Incidentally, "talking letters" are at present rare.

[2] This distinction will not be made after 1 July 1953.

accepted, such as serums and vaccines, and urgently needed medicaments that are difficult to obtain.

Thus the mails are at the service of medicine, to assist in the relief of human suffering and the saving of human life. They also help culture, education and information, as well as international understanding, by granting special low rates for newspapers and periodicals, books and booklets, sheet music and maps. It is explicitly provided that the postal authorities of individual states may, at their discretion, grant rebates of 50 per cent of the normal printed paper rate to newspapers and periodicals published in their own countries, and to the other items detailed above. This makes international cultural exchanges much easier, since it allows any country, if it so desires, to encourage the despatch to other countries of works reflecting its own national genius.

In certain countries where there is only a small population and individual homesteads are widely scattered, the children's only school is the " correspondence " school. In this case reduced inland postage rates are granted on exercises sent by pupils for correction, and on lesson material despatched to them.

However, there are cases in which the Postal Union is even more generous and grants what is called *exemption from postal charges*, i.e. the transport of correspondence free of charge. This privilege is naturally enjoyed by correspondence between the various postal authorities themselves, but it has also been extended to some of those who need it most and whose circumstances prevent them from paying postage—prisoners of war and civil internees. To these, post-free facilities are granted in the following terms :

" Correspondence, letters and packets of declared value, parcels and postal orders sent to or by prisoners of war, either direct or through the Information Bureaux and the Central Information Agency on Prisoners of War, are exempt from all postal charges. Belligerents received and interned in a neutral country are treated like prisoners of war, properly so called. . . . These provisions also apply . . . to civil internees."

The system for the exchange of correspondence instituted under the Universal Postal Union is indeed so solidly constructed that it has survived all upheavals ; even in war-time it has continued to operate on a reduced scale, often as a result of the competence and geographical knowledge of postmasters, who knew that though correspondence could not be sent through a particular belligerent country it could be got to its destination by a longer route.

Prisoners of war and civil internees are cut off from their country

and their families, and the Postal Union makes it possible for them to renew contact with those dear to them. But there are other human beings who are cut off from the world in which they live without being removed from their normal environment—the blind. The Postal Union helps to end their isolation. The great invention of Braille script enables the blind to read ; but books in Braille are heavy and bulky, and their conveyance at normal rates would be very expensive. Accordingly, the Postal Union, which has always granted very low rates for matter printed in relief for the blind, has recently accorded it complete exemption from postal charges.[1]

Apart from its ordinary services and the privileges it grants, the Union also regulates certain special services. When one wishes to make sure that a very important letter will reach its destination, or when an article of value is sent by post, one " registers " it. Such a letter or packet, instead of being mixed up with all the other correspondence, is entered in a separate register and put in a special bag ; and the sender keeps a receipt from the post office. A special label attached to mail bags in transit containing registered matter marks them out for special attention and care from all who handle them. However, it may happen that a registered packet is lost. In that case the sender is compensated by the postal authorities of the country of despatch ; all the postal services concerned institute an enquiry to determine the point at which the article was lost, and the service responsible reimburses the service of the despatching country for the compensation paid by it.

Some of the objects or articles which people wish to send abroad as gifts or samples are liable to duty in the country of destination. In the early years of the Union, countries did not accept dutiable correspondence ; but today it can be sent by post, provided the packet bears a green label, identical for all countries, showing the nature, weight and value of the contents. On entering the country of destination, such mail may be opened and inspected, on post office premises, by the Customs officers.

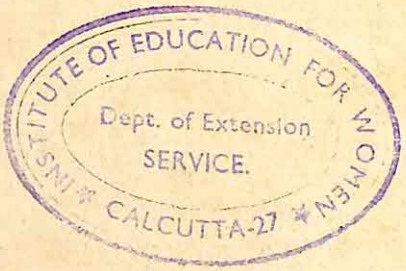
On occasion, the post offices undertake services quite out of the ordinary, e.g. the forwarding of mail to groups of explorers at each stage of their expedition,[2] or the consigning of letters, etc., to fishermen who are spending a long time at sea and where the only address is, say, " Mr. X, on board Trawler *Adventure*, Newfoundland Banks ".

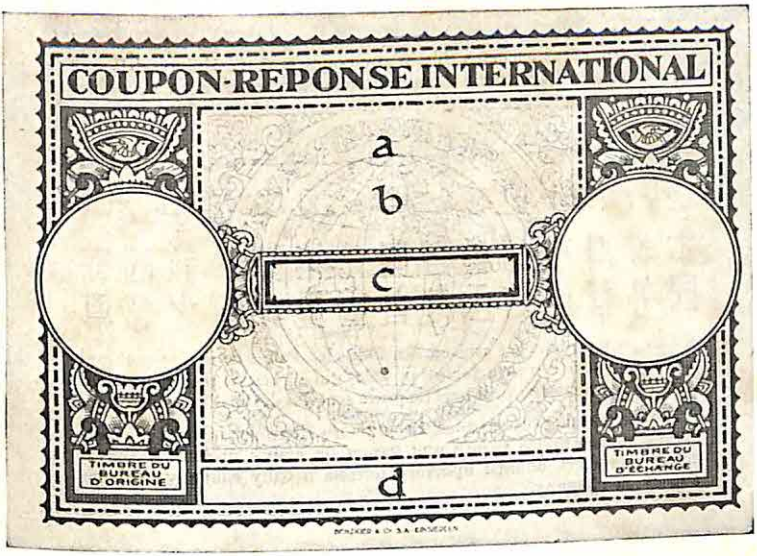
[1] Brussels, 1952.

[2] For example, the " Commandant Charcot " Expedition to Adélie Land, when mail was sent successively to Algiers, Port Said, Jibuti, Diego Suarez, Fremantle (Australia) and Hobart (Tasmania).

There are always some letters that will never reach their destination, although the postal machinery has worked perfectly well—the address may be wrong or insufficient, the addressee may have gone away without leaving an address (if he had left one, his mail would have been sent on to him free of charge), or he may have died or disappeared. Undelivered letters of this kind are known as " dead letters ". That does not mean that they are simply destroyed. The country of destination must return them as quickly as possible to the country of origin, where the postal authorities will try to identify the senders, if need be by opening the correspondence, so as to return their undelivered letters to them.

The article granting exemption from postal charges to prisoners of war and civil internees mentions parcels and postal orders. These are extremely important international postal services, but the regulations regarding them are not at present identical in all countries. They are provided for, not in the Universal Postal Convention, but in separate " arrangements " to which member countries of the Union may agree, though they are not obliged to. However, even the countries which have not accepted these particular arrangements mostly have regulations which are very similar to those of the Union, and they have entered into individual agreements with the other countries, so that exchanges of parcels and postal orders with them can take place.





(a) Translation of the heading in the language of the country of origin.
(b) This space is reserved for a translation of the French text into the language of the country of origin.
(c) Sale price in the country of origin.
(d) Name of the country of origin.

Translation of French text in five languages.

This coupon is exchangeable in any country of the Universal Postal Union for a postage stamp or postage stamps representing the amount of postage for an ordinary single-rate letter destined for a foreign country.

هذه القسيمة يمكن استبدالها في جميع البلدان الداخلة ضمن اتحاد البريد العالمي
بطابع أو طوابع بريدية بقيمة التخليص على خطاب عادي من الوزنة الأولى برسم الخارج

本券得在郵會各國兌換等於該國寄
國外普通信函起首重量郵資之郵票

Este cupón podrá ser canjeado en todos los Países de la Unión Postal Universal por uno o varios sellos postales que representen el importe del franqueo de una carta ordinaria de porte sencillo destinada al extranjero.

Этот купон во всех странах Всемирного Почтового Союза обменивается на почтовую марку или марки на сумму представляющую собой стоимость оплаты простого письма в одну единицу веса по адресу за границу.

The mail is sorted before being despatched.

Bags of mail are unloaded from a truck.

(Blocks : Union postale.)

Airmail is loaded into a plane. (Block : Union postale.)

This London river postman is a member of a family which, for 150 years, has been delivering mail to crews of ships lying in the Pool of London.

(Photo : C.O.I.)

The size and shape of letter-boxes differ from country to country, but throughout the world the post is delivered with the same diligence and care.

(Photo : U.S.I.S.)

V. THE UNIVERSAL POSTAL UNION

We have said a good deal about the Universal Postal Union, the services it renders and the rules it issues for simplifying and improving international postal services. But who is it that takes these decisions? How does the Union work?

As we have seen, the delegates of the various governments who met in 1874 to find a remedy for the confused and complicated situation of the postal systems of that time decided to introduce uniform regulations on a whole series of points—international rates, the weight and dimensions of correspondence, etc. They decided to formulate a body of common rules to which their countries would conform. They set out those rules, and the principles they had decided to adopt, in a *Convention*, i.e. an international treaty which the various countries concerned undertook to observe and apply. As in the case of any other national or international institution, the form and organization of the Union is laid down in this Convention, which then goes on to enumerate the regulations by which international postal services, and more particularly the letter post, are to be governed.

The delegates who met at Berne in 1874 were sensible and cautious men, who knew that they could not change the existing state of affairs at a single stroke. They had already achieved a real revolution by creating a single territory for postal purposes and securing uniformity of rates—with a treaty, the Postal Convention, to guarantee these arrangements. But much still remained to be done; arrangements could be simplified still further; or the international situation might change. The structure set up could not be rigid, nor eternal. It had to be open to amendment. So the delegates decided that periodical Congresses should be held, to re-examine the Convention and determine what changes were necessary or desirable in the light of economic or technical developments. There have been 12 such Congresses since the Union was set up, the last being held at Brussels in 1952; and at present they are held, in principle, every five years.

Each Congress re-examines the Convention article by article, considers any amendments proposed, and adopts a new Convention

which supersedes the previous one about a year after the Congress has been held. The international postal rules are thus periodically adjusted to the changing circumstances of the world. Over and above the regular Congresses, a special Congress of the Union can be convened, if this is requested by two-thirds of the member countries.

At first the Union comprised only a certain number of countries, but the membership grew very rapidly and now amounts to 93, so that for all practical purposes the Union includes the whole world.[1] The members consist not merely of fully self-governing states but also of non-self-governing or " trust ", territories, etc.; which, from the postal point of view, form self-sufficient units. Examples are the Belgian Congo and all the British possessions. Each member country is represented at the Congress, in which it has one vote. Their representatives are *plenipotentiary* delegates, that is with full power, the Convention which they sign at the end of each Congress is not open to further discussion at that session, and after the individual governments have ratified it they are bound to pass the necessary laws to give effect to its provisions in their countries. For instance, if a Congress changes the size of letters that is allowed, all member countries of the Union are obliged to change their own regulations for international letter mail accordingly. They are not bound to change the regulations for internal correspondence as well, but usually do so voluntarily, as the changes introduced by the Union are in most cases an improvement on the previous arrangements.

The Convention, to which all member countries of the Union subscribe, specifically regulates only what is called " letter post ". Letters and packets of declared value, parcels, money orders, postal money transfers etc., C.O.D. collections, collections of subscriptions to newspapers and periodicals, etc., are regulated by " Agreements ", so to speak supplementary conventions, to which all member countries can subscribe if they wish, but which are only compulsory for countries which have adhered to the convention.

Certain countries which are near neighbours and in frequent contact with each other may wish to form unions of more limited membership, adapted to the special circumstances of their relationship. The Universal Postal Union does not oppose this, provided that such restricted unions offer users of postal services conditions not less favourable than those they enjoy under the rules of the Universal Convention ; for instance, a restricted union could not increase the rates prescribed by the Postal Union. The attitude adopted is in

[1] For the list of member countries, see Appendix II.

fact that the international postal service is a public service in the literal sense, not a source of revenue ; and that the first object must be to make it work increasingly well and provide increasing convenience for its users as a whole.

At the present time there are several limited unions in existence—the Postal Union of the Americas and Spain, the Scandinavian Postal Union (Denmark, Finland, Iceland, Norway and Sweden), the African Postal Union (the countries of Southern Africa), etc.

As we have seen, the Congress meets at five-year intervals only. In 1947, it was thought advisable to set up an Executive and Liaison Commission, which meets once a year at the headquarters of the Union, and is responsible for ensuring the continuity of the Union's work. The Commission consist of 20 members, all from different countries, who are qualified post office officials ; their services are unpaid. One of the Commission's responsibilities is " to examine technical questions of any kind concerning the international postal service, and to communicate the result of these examinations to the postal administrations ". Numerous technical studies have already been undertaken in this way, covering a wide variety of subjects—transport of mail, and letter sorting in post office (mail) coaches ; the use of helicopters for the postal service ; methods for the training and technical education of post office staff, etc. The papers are drawn up by postal administrations which have already made experiments with some new process or method for postal work, and which thus make the results of their own experience available to all other countries.

One of the principal features of the Union is its spirit of co-operation. As the Chairman of the Executive Commission said recently : " Decisions are by majority vote, but the atmosphere prevailing in the UPU and at its Congresses makes the voting much less important than the spirit of conciliation and the desire for understanding displayed by the national postal administrations. On most of the important questions, the different solutions suggested, all based on experience, have many points in common, so that agreement between the various countries is very quickly reached. " [1]

Delegates deal essentially with professional and technical questions, with which they are all well acquainted ; and their business is to find solutions for any problems that arise, for the greater benefit of all. This is no mere platitude: the Union is, in truth and deed, universal,

[1] " The Universal Postal Union," by Mr. J. J. Le Mouel, Director General of the French Post Office, Chairman of the Executive and Liaison Commission of the UPU. *L'Union postale*, Vol. LXXV, No. 11, p. 169.

and there must be few people in the world who are not constantly using its services, directly or indirectly.

The UPU's community of outlook is reflected in the way it works. There is only one official language—French. All the documents, and all the postal forms which are identical throughout the Union, are drawn up in that language. Each country can, of course, add to any form used in its own territory an " interlined " translation in its own tongue. Facsimiles of these forms are annexed to the Convention and to the arrangements ; but the forms themselves are too numerous and technical for discussion here. Examples are the form of claim for a non-delivered item (giving the nature of the item, date, address, etc.), and the way bill accompanying each " despatch " from one country to another and detailing its contents. As these forms are the same in all countries, with identical wording, dimensions and colouring, it is perfectly easy for a post office employee of any nationality to identify them, understand them and complete them. The position is the same as regards the labels attached to certain correspondence ; everyone knows the label with a capital R for registered mail, and the blue " Par Avion " label.

Not only has the UPU a single language and a single series of forms ; it also has a single currency, its accounts being kept in gold francs. Before the first world war, the gold franc was the standard currency ; it had not varied for more than a century. Since then, the value of the various countries' currencies has fallen ; and although the gold franc is no longer in circulation, the Union uses it and has defined it as " the gold franc of 100 centimes of a weight of 10/31 of a gramme and of a fineness of 0.900 ". This currency the UPU uses as a standard, into which it converts the currencies of the different countries. Thus the basic rates laid down by the Union for the franking of correspondence are always given in the Convention in gold francs : the ordinary letter rate is 20 centimes, and the postcard rate 12 centimes.

The same thing happens with the UPU budget. This is voted by the Congress, and each country contributes in proportion to the volume of its postal traffic. On this basis countries are divided into seven classes, of which the first contributes 25 units and the seventh one unit only. It might be thought that so vast an organization would be very expensive. However, it has been calculated that, averaged over all the people who can benefit from its services, the cost of the Union is less than one hundredth of a penny per person per year !

It was to be expected that a great international service like the Postal

Union would collaborate with the United Nations, which aims at the same co-operation and understanding in the sphere of international security and in economic and social matters that the UPU has achieved in postal affairs. Accordingly, under the terms of an agreement made in 1947, the UPU became one of the Specialized Agencies of the United Nations, though without thereby losing any degree of its independence. The two organizations can usefully exchange information and statistics, and can co-operate in all fields that are within the Unions's purview.

VI. THE INTERNATIONAL BUREAU OF THE UNIVERSAL POSTAL UNION

SINCE its foundation, the Universal Postal Union has had its headquarters at Berne, the Federal Capital of the Swiss Confederation—an ancient, peaceful town with arcaded streets, fountains with coloured statues, and flowers at every window. The International Bureau of the Union is in a large bright house set in a garden.

The Universal Postal Union is the Specialized Agency which at present has the largest number of member states, and this prompts the question as to how many officials are needed to man its Bureau. The total is thirty in all, and they are sufficient to do the whole of the Bureau's work. The Bureau has functions of great importance and great usefulness, but its tasks are confined to what it alone can do ; it is not required to take the place of the national postal administrations, or to do their work.

The Bureau is under the general supervision of the Swiss postal administration, and its officers are highly qualified postal officials of various nationalities ; the Director is chosen on the recommendation of the Swiss Government, and is appointed by the Executive and Liaison Commission.

One of the tasks which the Bureau may have to perform is of a type rarely given to the Secretariat of a great international organization ; it may act as arbitrator in disputes between two postal administrations, if these request it. Postal administrations however need not have recourse to this formal procedure, and can simply ask the International Bureau for an unofficial opinion on the question in dispute between them. As the opinions of the Bureau are usually very much to the point, it is rare for its advice not to be taken.

We have already seen that countries reimburse each other for transit costs. The International Bureau undertakes the general assessment of these charges for all countries, acting as a clearing house and working out the sums payable by each member, on the basis of information supplied from all quarters assembled during the " statistical period " previously mentioned. The Bureau's services are available to all postal administrations, and it acts as an Information and Documen-

tation Centre for them; in this connexion, it has published, at the instance of the Executive and Liaison Commission, a *General Catalogue of Information of every Type Affecting the Postal Service, and of Documents available on Loan.* This catalogue is kept permanently up to date, and the following are some of its sections :

Library. The catalogue gives a list of the works in the Bureau's library available for loan to postal administrations. All these works, obviously, are of a postal nature, whether the subject is approached from the legal, historical, technical or economic angle; they deal with matters as diverse as " the autonomy of the Post Office ", " the Post Office in Egypt ", " modern procedures for the washing, cleaning and repair of mail bags ", and so forth.

Film Library. The catalogue lists not only the films owned and available for loan by the International Bureau, but also " postal " films which individual countries possess and are prepared to make available to other countries on loan or on exchange through the Bureau. Some of these films are designed as Post Office publicity material for the general public, which they seek to instruct in the best way of using postal services, e.g. " A Postman's Nightmare ", " Post Early for Christmas ", " The Results of Forgetfulness " (the trouble caused by an incomplete address). The purpose of other films is to make known services of which the public often knows nothing ; thus we have " The Night Mail ", " Mail Trains ", " The Story of a Letter ", and " The Adventures of a Postage Stamp ".

There is a whole series of films designed for post office staff, and in many cases for the training of new recruits, e.g. " How a Letter is Handled ", " The Work of a Postal and Telegraph Official ". Some films demonstrate the working of modern methods used in postal services, e.g. " The Cancelling Machine ", " The Sovex Parcel Sorting Machine ".

Archives of Plans and Photographs. These are of every variety of technical item, ranging from mail bag filling stretchers, by way of addressing machines, postmen's uniforms, etc., to new post office building in various countries. This material is contributed by the more " advanced " countries for the benefit of those with less experience of postal work. It is an excellent example of international solidarity in practice; any country proposing to build a new post office or introduce new machines, can draw on the plans and experience of

some other country whose economic and climatic circumstances are broadly the same.

Another very useful section of the catalogue is entitled "Research in Hand". This section lists the technical research in progress anywhere in the Union, describing the stage reached and the results obtained. This prevents duplication of work on the same subject by several countries, and enables them to co-operate instead.

One of the Bureau's rooms contains a safe, the contents of which would turn many people of all ages green with envy; it houses the Union's stamp collection, a very complete one as from the date of the Union's foundation, member states being required by the Convention to supply the International Bureau with specimens of all the postage stamps issued in their territories. At present, the Bureau receives 372 specimens of every stamp issued throughout the world. But it does not keep them all; it distributes three specimens each to the postal authorities of all member countries; and in the countries which have a postal museum, one of the three is at once included in a permanent exhibition for the enjoyment of collectors. The range of stamps issued by the 93 member states is impressive; while reflecting the national individuality of the issuing country, all conform in every particular to the rules laid down by the Universal Postal Union for the smooth conduct of international postal business and the most effective service to the public.

Member countries of the Union are bound to provide the Bureau with a wide range of information on the application of the Convention and the Agreements in their respective territories. This information is assembled and issued as publications, purely utilitarian but of great importance to postal administrations, to which they are distributed. Examples are the names and geographical situation of the countries and territories of the world, the *Post Office Gazetteer*, the list of addresses of postal administrations, the list of mail steamship lines, the digest of national inland postal charges, etc. The Bureau also maintains a world map of surface postal communications (land and sea), and an annex listing the exchange offices and the countries they link.

In the case of airmail arrangements, countries are required to keep the Bureau regularly informed of the conditions under which they transport air correspondence, with or without surcharge, the airlines employed, etc. In return, the Bureau distributes a general list of airmail services, and lists of airmail stages and surcharges. It also supplies maps of airmail lines and air time-tables.

The International Bureau is also responsible for organizing the printing of international reply coupons and for supplying them, on request, to postal administrations. Preparations for Congresses and conferences are an obvious responsibility of the Bureau, which further publishes an annual report on the Union's activities.

Though French is the Union's official language, the Bureau's periodical *Postal Union* is issued in seven languages—Arabic, Chinese, English, French, German, Spanish and Russian—compiled with the aid of documents supplied by the various postal administrations. This is yet one more example of how the Union reconciles the degree of uniformity required with the variety obtaining among its members.

INSTITUTE OF EDUCATION FOR WOMEN
Dept. of Extension
SERVICE.
CALCUTTA-27

APPENDIX I

SUGGESTIONS FOR CLASS WORK

Questions to pupils:

Who writes to anyone abroad?

How long do the replies take to reach you?

How long would a letter to X take to get there if the postman carried it all the way himself?

Who has any relatives in the post office?

Who collects stamps?

Has anyone any really early stamps?

Who knows what postage stamps were first used (a) in the world (b) in this country?

What countries are especially " transit countries "?

Can the postage stamp be called an invention?

Points about famous national letter writers (if any), for discovery by teachers: How did they correspond? Difficulties affecting their correspondence?

Letters as media for international relations in the intellectual and diplomatic spheres : a few famous letters (for higher classes only).

Does the conclusion of very detailed postal agreements for the different member countries of the Postal Union constitute an intolerable infringement of their rights as states? (higher classes only).

Pupils with stamp collections to be made to check the point about the colours prescribed, up to a recent date, for the different standard charges.

Pupils to be made to make a few enquiries at the post office about franking.

Obtain an international reply coupon.

Compare the official postcards of various countries.

Study the various methods of printing postage stamps.

Description of sorting operations, by some pupil who has had a chance of seeing them (e.g. the child of a post office official); group visits may be taken to be more or less impracticable.

Children to make enquiries at the post office about size and weight limits for foreign mail, " deadlines " for the posting of letters for foreign countries, and the number of letters sorted in an hour.

APPENDIX II

LIST OF MEMBERS OF THE UNIVERSAL POSTAL UNION

Member countries with their component divisions and attached territories where applicable :

Afghanistan
Albania
America (U.S.A) [1]
American (U.S.) possessions, comprising Hawaii, Puerto Rico, Guam, Samoa and the Virgin Islands, Panama Canal Zone.
Argentina
Australia, including the Lord Howe and Norfolk Islands
  Territory of Papua
  Territory of New Guinea under Australian trusteeship.
  Terriotry of Nauru (a trust territory administered by Australia on behalf of the " Administering Authority ", i.e. the Governments of Australia, New Zealand and the United Kingdom)
Austria
Belgium
Belgian Congo [2]
Bolivia
Brazil
Bulgaria
Burma
Byelorussia
Cambodia
Canada [3]
Ceylon
Chile
China [4]
Colombia
Costa Rica
Cuba
Czechoslovakia
Denmark [5]
Dominican Republic
Ecuador
Egypt [6]
El Salvador
Ethiopia
Finland
France [7]
  Algeria
  Remaining Overseas Territories of the French Republic,
  India (French Establishment),
  French West Africa—the Ivory Coast, Dahomey, French Guinea, the Upper Volta, Mauretania, the Niger territory, Senegal and the French Sudan
  French Equatorial Africa—Gaboon, the Middle Congo, Oubangui-Chari and the Chad Territory
  East African coast—French Somaliland, Madagascar and its dependencies

[1] Including Alaska.
[2] Including the Ruanda-Urundi territory, united administratively to the Belgian Congo.
[3] Including Newfoundland.
[4] Including Mongolia, Sinkiang and Tibet.
[5] Including the Faroe Islands, which are technically part of Denmark ; and Greenland, as a Danish colony under the Danish Postal Administration.
[6] Including the Sudan.
[7] Including (a) the Overseas Departments of France (Guadeloupe, Guiana, Martinique and Réunion) ; (b) the Principality of Monaco which is attached to the French Postal Administration (c) Andorra served by the postal administrations of France and Spain.

French Pacific possessions—
New Caledonia and dependencies; the French Pacific Establishment
French American territory—
St. Pierre et Miquelon
New Hebrides Archipelago (Franco-British Condominium)
Territories under French Trusteeship :
The Cameroons
Togoland
Saar [1]
Great Britain and Northern Ireland
British Overseas possessions including the Colonies, the Protectorates, and territories under a mandate or trusteeship exercised by the Government of the United Kingdom
Aden
Antigua
Ascension
Bahamas
Barbados
Bechuanaland Protectorate
Bermuda
British North Borneo, including Laboan
Brunei Protectorate
Caiman
Cyprus
Gold Coast, including the British zone of Togoland under United Kingdom Trusteeship
Dominica
The Falkland Islands
Fiji
Gambia Colony and Protectorate
Gibraltar
Gilbert and Ellice Islands
Grenada and the Grenadines
Guiana (British)
Honduras (British)
Hong Kong
Jamaica
Kenya Colony and Protectorate and the Uganda Protectorate, including Tanganyika Territory
Malaya :
Johore
Kedah
Kelantan
Malacca
Negri Sembilan
Pahan
Penang
Perak
Perlis
Wellesley Province
Selangor
Singapore (including Christmas Island and the Cocos or Keeling Islands)
Trengganu
Malta
Mauritius and dependencies
Montserrat
Nigeria Colony and Protectorate, including the zone of the Cameroons under United Kingdom Trusteeship
Nyasaland Protectorate
Rhodesia (Northern)
Rhodesia (Southern)
St. Kitts, Nevis, and Anguilla
St. Helena
St. Lucia
St. Vincent
Solomon Islands Protectorate [2]
Sarawak Protectorate
Seychelles
Sierra Leone Colony and Protectorate
Somaliland Protectorate
Tonga Protectorate
Trinidad and Tobago
Turks and Caicos Islands
Virgin Islands
Zanzibar
New Hebrides Archipelago (Anglo-French Condominium) [3]
Greece
Guatemala

[1] An autonomous administration attached for postal purposes to the French Administration.
[2] Including Shortland Island.
[3] Including Banks and Torres Islands.

Haiti
Honduras (Republic of)
Hungary
India
Indonesia
Iran
Iraq
Iceland
Ireland
Israel
Italy
  Somalia
Japan
Jordan
Korea
Laos
Lebanon
Liberia
Libya
Luxembourg
Morocco (exclusive of Spanish zone)
Morocco (Spanish zone)
Mexico
Netherlands
  The Netherlands West Indies and Surinam
New Zealand [1]
Nicaragua
Norway
Pakistan
Panama (Republic of)
Paraguay
Peru
Philippines
Poland
Portugal [2]
  Portuguese Territory in West Africa :
    Angola, Cape Verde, Portuguese Guinea, Sao Tomé and Principe
  Portuguese Territory in East Africa, Asia and the East Indies :
    Mozambique, Portuguese India, Macao, Portuguese Timor
Rumania
San Marino
Saudi-Arabia
Spain [3]
Spanish Colonies (Spanish Guinea and the Spanish Saharan Territories)
Sweden
Switzerland [4]
Syria
Thailand
Tunisia
Turkey
Ukraine
Union of Soviet Socialist Republics
Union of South Africa [5]
  South-West Africa, mandated territory administered by the Union of South Africa
Uruguay
Vatican City
Venezuela
Viet-Nam
Yemen
Yugoslavia.

Country temporarily precluded from accession to the Convention and the Agreements (Article XVII, paragraph 2 of the Final Protocol of the Convention) :
Germany.

[1] Including the Cook Islands, other Pacific islands, and the Trust Territory of Western Samoa.
[2] Including Madeira and the Azores.
[3] Including the Balearics, the Canaries and Spanish possessions on the North African coast. For Andorra, served by the postal administrations of Spain and France, see under France.
[4] Including the Principality of Liechtenstein, served by the Swiss Postal Administration.
[5] Including Walfisch Bay, counted as part of the Union of South Africa, and Basutoland and Swaziland, which are attached to the South African Postal Administration.

APPENDIX III

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The first and third booklets in this set are now in preparation.

UNION POSTALE UNIVERSELLE. *Échange d'informations. Études techniques. Catalogue général des informations de toute nature concernant le service postal et des documents disponibles pour le service de prêt.* Bureau International de l'Union Postale Universelle, Berne, 1949.

A very full and useful catalogue of materials for information made available to postal administrative services by the Universal Postal Union. Divided into : general information; books; films; pictures; list of articles from the journal *L'Union postale.*

L'Union Postale Universelle—sa fonction et son développement, 1874-1949, mémoire. Bureau International de l'Union, Berne, 1949.

Brief survey of the state of postal services before the foundation of the Universal Postal Union followed by a short description of the work of each Universal Postal Union congress and conference ; with statistical charts.

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by N. V. SCARFE

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